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ABSTRACT

In terminating the GI Bill, Congress provided an alternative benefit to military personnel by passing Public Law 94-502, the Post-Vietnam Era Veterans' Educational Assistance Act of 1977 (VEAP). The purpose of VEAP was to provide educational assistance to men and women entering the armed services after termination of the GI Bill, to assist young men and women in obtaining an education they might not otherwise be able to afford, and to promote and assist the all-volunteer military program by attracting qualified men and women to serve in the armed forces. The purposes of the practicum reported here were to: (1) implement VEAP by January 1, 1977 as required; (2) provide a design by which all prospective enlistees would be informed of VEAP; (3) have a 10 percent participation rate; (4) establish an evaluation procedure for the program; and (5) counsel all soldiers on VEAP and other educational opportunities within 30 days after their arrival at their first duty station, 10 months after entry into the Army and annually thereafter, and 30 days before separation from the Army. In addition to the project report, extensive background information is provided and background documents are appended. (MSE)

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Development and Implementation of the Post-Vietnam Era Veterans' Educational Assistance Act of 1977

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Submitted in partial fulfillment of the requirements of the National Ed D. Program for Educational Leaders, Nova University

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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Two Year Practicum
Henrico County Cluster
Submitted: April 19, 1978

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AUTHOR	McGaughey, Leon Y.
TITLE	Development and Implementation of the Post-Vietnam Era Veterans' Education Assistance Act of 1977
DESCRIPTORS	*Administration; Academic Records, Flow Charts; News Media; Newspapers; *Counseling; Career Planning; Continuous Guidance; Counseling Services; *Education; Veterans Education; *Evaluation Techniques; Check Lists; Question/Answer Interviews; Surveys; *Experience; Background, Educational Experience; Family Background; *Government; Educational Legislation; Federal Government; Federal Legislation.
ABSTRACT	Report gives background on termination of the GI Bill, alternatives proposed by the Department of Army, legislative history and enactment of Public Law 94-502 and Post-Vietnam Veterans' Educational Assistance Act of 1977. Report includes needs assessment, implementing regulations, samples of advertising, evaluations and outlines future actions to be accomplished during 1978-1982.

Future actions include implementing a high school program, evaluation of education records and correlation studies of surveys already conducted. Evaluation shows that program has appeal to soldiers of all levels of education, appeals slightly more to Blacks than Whites, is attractive to over 20 percent of enlistees, exceeds objective for participation by ten percent, savings are averaging $58 per month per participant and costs to the Federal government will exceed $100,000,000 annually for the Army portion of the program. Report also includes an educational record to record counseling of VEAP participants which is required by implementing regulations to take place within 30 days upon assignment to first duty station, annually on anniversary date of enlist ment, annually thereafter and 30 days prior to separation from active duty. This counseling is designed to assist the soldier in developing a program that would be appropriate for a military and a civilian career. The President is charged by Public Law 94-502 to determine if the program

should continue after the five-year test. Projected costs for the five-year test on the Federal budget is over $1,256,000,000. This projected cost includes only funds allocated for the educational endowment VEAP program. Total enactment of all previsions of the Public Law 94-502 and proposed legislation would be in excess of 34 billion dollars annually. Included in the figures are implementing regulations, advertisements, an educational record, surveys and data processing printouts and on evaluation of monthly counseling.

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CHAPTER I. INTRODUCTION

Action by the President

On May 7, 1975 President Ford recommended that Title 38, United States Code be amended to terminate on July 1, 1975 the veterans' educational benefits, commonly known as the GI Bill. The full communication is contained in House Document No. 94-138, Appendix A. At the same time he issued two proclamations. One proclamation, Appendix B, terminated the eligibility period for certain Vietnam war benefits that the President was empowered by law to end. The other proclamation, Appendix C, declared May 7, 1975 as the last day of the Vietnam Era and therefore formally ended the war.

The proclamation and communication to the House of Representatives was an attempt by the President to curtail Federal spending, eliminate abuses to the GI Bill and to terminate further use of the GI Bill because the Vietnam Era had ended. Additionally, the Veterans Administration (VA) was under attack by the Government Accounting Office (GAO) for over-payments, lack of control on student programs, improper recognition of educational institutions, escalating costs and general mismanagement. The VA also wanted the GI Bill terminated because certain programs had been added for the benefit of the Services without providing additional manpower. Furthermore, the VA had determined that they wanted the Services to assume funding

of the GI Bill since continuation of the bill would not be of benefit to Veterans whose ambitions may have been impeded by compulsory duty in the Armed Forces during war time conditions--the original purpose of educational benefits under the GI Bill.

Consequently, H.R. 9576, Appendix D, was passed by the House of Representatives on October 6, 1975 which was the second formal step in terminating the GI Bill. The termination date, however, was scheduled for January 1, 1976 instead of July 1, 1975 as requested by the President. The Senate reviewed the H.R. 9576 but did not act upon the legislation.

Action by the Army Staff

Upon learning that the GI Bill was to be terminated, the Assistant Secretary of the Army (Manpower and Reserve Affairs) directed a study group be formed to evaluate how this would effect the Army. The practicum participant was a continuing member of the initial study group, and continues to remain in charge of GI Bill actions for the Army and any aspect of educational benefits that are derived by the Army from the Veterans Administration.

It was immediately apparent to the study group that the Army must request, for in-service educational benefits use, nearly twenty million additional dollars to fund a high school program and an additional three

million dollars for college programs. Most important, termination of the GI Bill would further decrease the Army's ability to attract quality accessions. Army defines "quality accession" as an enlistee who has earned a high school diploma and is in Mental Category I-IIIa. The mental category of a soldier is determined by use of the Armed Forces Vocational Aptitude Battery test. Mental Category I-IIIa represents the upper 50 percent of the civilian population that has been tested. This negative impact was reflected in a report prepared by the Training and Doctrine Command (TRADOC) during February-April 1975, Appendix E. The TRADOC report states that the best estimate as to the effects on recruiting if the GI Bill was terminated was a 10 to 15 percent decrement of high school graduates enlisting in the Army. This study was supported by a 1973 Armed Forces Entrance and Examining Station (AFEES) Survey, Appendix F, and a Human Resources Research Organization (HumRRO) Educational Benefits Study that followed the TRADOC study and report, Appendix G. The range of decrement was from 5 percent to 30 percent from the TRADOC study. The HumRRO study decrement was established at 22 percent for the Army and the AFEES survey decrement was thirty percent. Some of the differences may be attributed to the fact that the TRADOC study used a larger probe and the sample was from an all volunteer Army whereas the AFEES probe had some draft enlistees.

Effect of a 10 to 15 Percent Decrement

The Army staff considered the ten to fifteen percent as the best estimate; however, it was recognized that the percentage could be higher. Additional study was also conducted by Manpower Research and Data Analysis Center (MARDAC), Appendix H. The TRADOC study showed that the GI Bill was the third most important reason for enlisting in the Army and the first reason given by 28 percent of the 13,299 volunteers surveyed.

Since the author of this practicum was responsible for the TRADOC evaluation and it was the basis for future actions by the Army staff a summary follows. The study shows the effect of a 15 percent decrement in quality soldiers.

A. Resources. There would be an:

1. Increase in the annual personnel losses which would require 3,818 additional accessions.

2. Expansion of the training load resulting from increased accessions and academic recycling of 1,661 trainee man-years. This is the equivalent of two armored cavalry squadrons.

3. Added annual training and accession costs of seven million dollars.

4. Added cost of seventeen million dollars to support high school and college level in-service education programs during the first year and twenty-two million dollars per year thereafter.

B. Leadership. There would be:

1. Nearly 7 percent decrease in the number of personnel who perform satisfactorily in key positions in units.

2. From 2 to 3 percent decrement in the overall quality of unit leaders.

3. From 1 to 2 percent decrement in the leadership traits of key personnel in the areas of dependability, communications, responsibility and influence.

C. Discipline. There would be:

1. One thousand three hundred and seventy-five additional AWOL (Absent Without Leave) per year in units.

2. One thousand five hundred and three additional Article 15 per year in units. An Article 15 is a nonjudicial punishment for a minor offense.

3. Four hundred and thirty additional court-martials per year in units.

4. Five hundred and eighty additional occasional users of hard drugs per year in units.

D. Job Proficiency. There would be:

1. One thousand two hundred and twenty-four additional military occupational specialty proficiency test failures each year.

2. A 6 percent decrease in the number of personnel serving in key positions in units who will be proficient in their skills.

E. Unit Mission Accomplishment.

1. The ability of a maneuver battalion to accomplish its mission would be reduced through the adverse impact of lack of leadership, discipline and job proficiency.

2. The commander would find fewer quality personnel available to accomplish the multitude of tasks and missions demanded of his unit. In effect, he would be asked to do more with less resources in an environment where readiness of the Army is of paramount importance.

Army's Alternative to the GI Bill

As a result of the findings from the TRADOC study the Army staff formed a committee, which the author chaired, to develop an alternative to the current GI Bill. The following plans were analyzed.

A. Preservice Educational Benefits.

1. Concept: Full time attendence and fully-funded tuition prior to service; or, provide a percent of funding for a post-education service obligation; or, integrate a plan of preservice, in-service, and post-service educational benefits.

2. Variation: Provide preservice funding and then require a term of service; e.g., two plus three plus two plan--two years of preservice education plus three years of service (plus in-service education option) plus two years of post-service benefits (plus Reserve service option). This plan would result in the Army paying tuition for seven years--two years funding prior to entering the service, three years while on active duty time and two years while serving in the Reserves.

3. Status: There are presently no preservice educational programs for enlisted personnel with obligated service requirements. There are such programs for officers, however, and include Reserve Officer Training Corp (ROTC), Platoon Leader Course, and Nuclear Propulsion Officer Candidate Program. Preservice vocational training with obligated service requirements was an incentive area which was not fully explored by this study group as there appeared to be little Service enthusiasm for this idea. This was because the Services have indicated that they would prefer to use their own training programs rather than those of the civilian vocational/academic community to train servicemembers for military duties.

B. Expand In-Service Educational Benefits.

1. Concept: Expand current DOD programs to include current VA in-service (minimum benefit requirements); expand the current program tuition assistance level from 75 to 100 percent; also, expand below-college level and vocational/technical programs.

2. Variations: Provide more training in military occupational skills with more utilization and requiring more years of service commitment with a continuation option for post-service benefits. For example, one year of educational benefits for one additional year of enlistment with the opportunity to train in a civilian vocational school.

3. Status: The service benefits at current DOD and VA levels are considered minimal educational benefits for obtaining an education. Expanded in-service benefits and tuition assistance above current levels are alternative areas which could provide increased incentives for enlistment and reenlistment. It is not altogether certain, however, whether this incentive program will (a) satisfy the Army's need to recruit for critical skills, or (b) maintain overall quality levels. The Army is expanding academic and vocational opportunities throughout all installations.

C. Continuing of In-Service Training Educational Programs to Post-Service Incentives.

1. Concept: Maintain in-service, part-time tuition assistance programs for veterans as a post-service program. This means that 75 percent of the tuition that is now being provided to soldiers while in-service through the Department of Defense Appropriation Act would continue to be paid by the Army after the soldiers leaves the service.

2. Variations: Provide different levels of percentage of entitlements; skills requirements; terms of service; obligated Reserve service.

3. Status: This concept was not considered to be a very desirable alternative as the cost of administration would be prohibitive.

D. Post-Service Variations.

1. Concept: Maintain principles of current VA post-service program and develop variations of the program according to service needs.

2. Variations: Change the eligibility requirements, benefits, timeframe, and methods of funding as they affect costs to obtain the required accession markets. Variations could be developed according to specific service goals and within feasible budgetary limits. As an example, payment would be made to soldiers who would enlist in hard-to-fill skills and would be limited to twenty thousand enlistees.

3. Status: There are cost estimates for variations of several post-service program elements available. This plan has had wide acceptance by the Army staff as it should attract quality enlisted men for hard-to-fill skills with known costs. The administration costs would be limited and the resource expenditures could be maintained within a fixed parameter. This plan is reflected in the Post-Service Era Veterans' Educational Assistance Act of 1977.

E. Educational Grant.

1. Concept: Educational grant (scholarship) based on years of enlistment/contractual obligation.

2. Variations: Educational grant (e.g., three thousand dollars for three year enlistment); addition of an enlistment bonus; increasing the scale to a maximum grant of six thousand dollars for ten years of service. Variations also could include eligibility restrictions by critical skill enlistment, mental level and prior achievement criteria.

3. Status: The costs estimated for general educational grant programs, without limiting criteria, are relatively high when compared to other alternatives. The Army Scholarship and Scholarship Bonus Alternatives are outgrowths of this concept--with refinements and include specific

eligibility criteria. A general grant program without restrictions, however, has received generally low ranking among alternatives.

F. Student Loan.

1. Concept: Money to be borrowed by student on a sliding scale.

2. Variations: Interest (e.g., seven percent) to be paid by DOD while individuals are in school. The loan would be six thousand dollars for a three-year enlistment with a maximum of nine thousand dollars loan for a six-year enlistment. The first payment would be due ninety days after graduation with total payment to be completed within ten years after graduation. Variations would be based on amount of loan, rates, eligibility criteria, etc.

3. Status: Recovery rates on student loans through the Office of Education have generally been low. Administrative costs can likewise be expected to add considerably to total estimates. For these general reasons, loan concepts have not received favorable response.

G. Educational Savings Plan/Matching Grant.

1. Concept: Individual requests payroll deduction for deferred educational savings account with the entitlement added either as a percent or matching (one-for-one) grant basis.

2. Variations: Limits would be placed on total entitlement. For example, the plan could be devised so that a servicemember would receive twenty-seven hundred dollars for three-year enlistment with maximum of fifty-four hundred dollars for six-year enlistment. Differing the totals, percentage of deduction for number of years on enlistment, eligibility criteria, etc., are numerous variations of this concept.

3. Status: Matching grants tend to favor those individuals who are financially able to save--as opposed to those individuals with family responsibilities and increased financial commitments. It is possible, however, to develop a variation of the savings plan concept where the amount of benefit is less dependent on total savings (ability to save) and is directed (on a percent basis) toward years of service and/or skills area commitments. The Army staff feared that resulting inequities and the actual limitations on an individual's capacity to save would create credibility problems. This is the variation, only at greater rate of contribution, that was enacted into law by Congress as the Post-Vietnam Era Veterans' Educational Assistance Act of 1977.

H. Matching Credit.

1. Concept: Match academic credits earned for a post-service entitlement with credits earned while in-service.

2. Variations: The maximum credits a soldier could obtain would be the number earned while in service. For example, a soldier who earned forty-eight credits during a three-year enlistment would have tuition paid for fourty-eight credits after leaving the service. Variations would be based on eligibility criteria; skills area requirements, etc.

3. Status: Inequities would result from the application of this concept as educational opportunities varies according to the nature of individual's job responsibility, due to time requirements and the accessibility of educational programs due to location of service. For general reasons of inequity, therefore, the Army staff considered this option unacceptable.

I. Serviceman-Citizen-Reservist, referred to as the Bradley Commission.

1. Concept: Include Reserve service options for additional post-service entitlement.

2. Variations: Provide one year of post-service entitlements for each two years of active duty with additional educational entitlements according to additional years of active duty and/or Reserve service. Variations could include incentives for longer Reserve enlistment.

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H. Matching Credit.

1. Concept: Match academic credits earned for a post-service entitlement with credits earned while in-service.

3. Status: This concept has not been fully explored as an "option" because the alternatives being studied by the Army staff were for the active Army personnel, not the Reserves. Reserve enlistment incentives are being studied by the Army as an extension of long-term educational benefit program packages.

Department of Army Recommendation

The Department of Army staff committee finalized the Army position by recommending a Post-Service Educational Benefits Option, Appendix I. Basically, this option was a thirty-six hundred dollar scholarship enlistment option in return for three years of active service. Additional benefits in the amount of seventy-two hundred dollars could be given for a six-year enlistment. This basic proposal was supported by the then Secretary of Army, Mr. Howard H. "Bo" Calloway, as reflected in a letter to Mr. Donald G. Ogilvie, Associate Director, National Security and International Affairs, Appendix J. The attachments to the letter contain the rationale for the decrement that the TRADOC study projected in Appendix E.

Action by the House of Representatives

During this period the then Assistant Secretary of the Army (Manpower and Reserve Affairs), Mr. Donald Brotzman, testified before Congress as to the effects of termination of the GI Bill, Appendix K, and the findings of

the TRADOC study. As a result, H.R. 9576, which had passed the House of Representatives, was not acted upon by the Senate. This testimony also had an additional effect upon the House of Representatives as it resulted in the introduction of H.R. 13017 on April 5, 1976, Appendix L.

A brief analysis of H.R. 13017 follows:

A. General Provisions:

1. For officers and enlisted personnel.

2. Individual was automatically enrolled when he entered the service unless he did not wish to enroll.

3. Individual could disenroll on service anniversary date or at any time because of hardship.

4. If not enrolled, individual could enroll on service anniversary date.

B. Administrator (VA) maintains contributory plan of:

1. Date and amount of collection.

2. Bonuses--Six hundred dollars for each consecutive twelve months, maximum of eighteen hundred dollars.

3. Federal supplementary credits--One hundred dollars per month.

4. Interest paid on contribution.

5. Disbursment records.

C. Contributions:

1. Individual would contribute fifty dollars a month (probably through payroll deduction) for a maximum of thirty-six months.

2. Administrator would contribute six hundred dollars at enlistment to encourage participation and six hundred dollars for each twelve consecutive months for a maximum of thirty-six months. The six hundred dollars would be available only to the applicant who enters the program at time of entry into service.

3. Administrator would add one hundred dollars a month for a maximum of thirty-six months.

4. Interest would be paid on contribution.

D. Post-Service Benefit only--could not be used in service.

E. Benefit would be terminated if participant:

1. Was discharged or released from active service under dishonorable conditions.

2. Did not enroll in a program of education within ten years after discharged or released from active duty.

3. Did not progress in the program of education satisfactorily.

F. Upon termination or disenrollment participant would be paid lump sum amount equal to participant's contribution and interest on contribution.

G. Program of Education required Administrator approval. This same rule applies for those eligible to receive educational benefits under the present GI Bill.

H. Payment would not be made for:

1. Flight training.

2. Schooling conducted exclusively by correspondence.

I. Amount of payment would be determined by dividing balance in the account by months paid into account.

J. Maximum benefit accrual would be seventy-two hundred dollars plus interest. It would be determined as follows:

1. Eighteen hundred dollars contributed by individual. This is determined by multiplying fifty dollars per month for thirty-six months.

2. Eighteen hundred dollars paid by the government as a bonus. This is determined by multiplying six hundred dollars by three years.

3. Thirty-six hundred dollars paid as matching Federal funds. This is determined by multipling one hundred dollars by thirty-six months.

K. Payment made at the rate of:

1. Two hundred dollars a month plus interest or

2. Accelerated upon approval, however, the soldier would lose two months entitlement.

L. Adjustment made for one-half or three-fourth program, however, the soldier would lose two months of entitlement.

M. Contribution would be given to heir if participant dies.

Positive Aspects of H.R. 13017 were as follows:

A. Encouraged savings for educational purpose.

B. Should attract quality enlistees.

C. Provided educational assistance for academic program for full thirty-six months.

D. Should be attractive to parents, counselors and other influencers.

E. Academic (collegiate) community should support bill.

F. Post-service plan--better than anything staffed or considered previously by DOD.

G. Simple to administer from service point of view.

H. Since VA would act as administrator, Army image would not suffer if administrative problems developed.

Problems with H.R. 13017 were as follows:

A. Would encourage service personnel to get out of the Army to use their benefits.

B. Did not allow for use while in service.

C. Contribution would be high for enlisted personnel compared to officers and therefore would be economically discriminatory.

D. Did not differentiate educational requirements between enlisted members and officers as officers normally have a BA/BS degree.

E. Penalized use of bill in less than thirty-six months.

F. Since there would be an in-service "cost" (contribution) by member, use of tuition assistance where member pays 25 percent may be discouraged.

G. Would reduces personal income.

H. Would result in increased service costs for college tuition assistance.

Administrative Problems were as follows:

A. When and who would brief enlistee on the benefit.

B. Initial reaction from Chief of Staff, Army was that pay deductions would not be a problem.

Action by the Senate

Following the introduction of H.R. 13017, Senators Hartke and Stafford introduced on June 18, 1976 S. 969, Appendix M. S. 969 is commonly referred to as the Hartke Amendment. It is similar to H.R. 13017; however, the

amendment eliminated payment of interest and bonuses, but did provide for use while in-service and was more generous than any alternative ever proposed. Another difference was that the Secretary of Defense could add to the education fund to encourage persons to enter the Armed Forces. Army supported this legislation.

Provisions of S. 969, Post-Vietnam Era Veterans' Education Assistance Act of 1977 follows.

A. Was an amendment to the present GI Bill and became effective January 1, 1977.

B. Supported the volunteer Armed Forces.

C. General provisions of the law:

1. Was for officers and enlisted personnel.

2. Participation was voluntary.

3. Must enroll for twelve consecutive months before disenrolling or suspending participation for the benefit.

4. Could disenroll at anytime because of personal hardship.

D. Contributions.

1. Participants would contribute between fifty and seventy-five dollars (must be multiple of five dollars) per month with a limit of twenty-seven hundred dollars.

2. VA would match funds with two dollars for each one dollar contributed by participant.

3. Secretary of Defense was authorized to contribute to the funds as he sees fit in order to encourage persons to enter the Armed Forces.

4. Participant's contribution would be refunded if he disenrolled.

5. Maximum benefit to a participant would be eighty-one hundred dollars, not including contributions authorized by Secretary of Defense.

E. Veterans Administration was responsible for the administration of the education funds.

F. Personnel who contracted prior to January 1, 1977 for enlistment as part of the Delayed Entry Program but did not enter service until after January 1, 1977 were entitled to present GI Bill benefits.

G. Personnel could use the educational endowment fund only after initial obligated period of active duty.

H. Only those personnel participating in this Act could take advantage of the Predischarge Education Program (PREP). PREP is a high school completion program and is available to the soldier during his last six months of initial enlistment. (PREP will be discussed later in this practicum report.)

I. Benefit would be terminated if participant is discharged or released from active service under dishonorable conditions or did not use the benefits within ten years after discharge or release from active duty.

J. Amount of payment would be determined by dividing balance in the account by months paid into account--maximum is thirty-six month payments.

K. DOD was required to develop an "outreach program" to advise and counsel each person entering or considering entry into the Armed Forces on the advantages of this program.

L. GI Bill would be reinstated in the event that universal military training was reimposed by law.

M. Was a five-year test requiring annual report to Congress.

N. With the exception of the contribution to be made by the Secretary of Defense, funding would be provided by the Veterans Administration.

O. Funding would be by the Secretary of Defense after the five-year test if approved by the President for continuation.

Aspects of Amendment which would enhance the attractiveness to active service were as follows:

A. Personnel were encouraged to save for educational purpose.

B. Statistical analysis of the value of the current GI Bill proves the value of a post-service educational benefits program in attracting quality enlistees.

C. Proposed legislation provided educational assistance for programs leading to an associate or higher degree from approved post-secondary institutions as well as business and trade schools. Benefits were provided for a full thirty-six months.

D. GI Bill entitlements have for the last thirty-five years proven a major influence to parents, counselors and others in recommending enlistment into the service.

E. Academic (collegiate) community has traditionally supported GI Bill entitlements.

F. This proposal provided a higher incentive for recruiting purposes than anything staffed or considered previously by DOD and Congress. For example, H.R. 13017 as introduced by Mr. Brinkley had a maximum payment of seventy-two hundred dollars plus interest, created increased record keeping and did not make provisions for Predischarge Education Program or personnel in the Delayed Entry Program. The Post-Service Education Benefits Option plan developed by the Army provided only thirty-six hundred dollars for three years of honorable service and seventy-two hundred dollars for six years of honorable service, Appendix I.

It should be noted that the Army proposal was for a total cost of one hundred million dollars which included all administrative costs. Costs of the S. 969 are analyzed under Resources and indicates the costs will be over one billion dollars during the next four years.

G. Since VA would act as the administrator for the fund, DOD would have a relatively simple portion of the program administration. There would be, however, some workload increase in the Finance and Accounting area to provide for the required pay deductions. Also the counseling of the "outreach program" would somewhat complicate the recruiting process.

H. Provisions of S. 969 provided for extension of current entitlements for personnel contracting to enter the service prior to January 1, 1977 for the Delayed Entry Program (DEP).

I. The legislation allowed flexibility in disenrollment and enrollment so as to meet individual changing needs. For example, participants could disenroll after twelve months or at any time for personal hardship.

J. DOD was authorized to make additional contributions. DOD contribution could be used for recruiting high quality accessions into hard to recruit Military Occupational Specialties (MOS) and to sustain quality content. An MOS code corresponds to the Dictionary of Occupation Title (DOT) code.

Aspects of Amendment which would be negative to the attractiveness of active service were as follows:

A. Could be a deterrent to quality reenlistments, however, even with full GI Bill entitlements, the Army currently has more reenlistment applicants than needed.

B. Could lead to financial difficulty for a soldier involved in off-duty education who is required to pay twenty-five percent of required tuition cost, particularly for junior personnel with family responsibilities.

C. Limits use of a portion of personal income.

Final Action by Congress

During the final minutes of the 94th Congress, S. 969, Appendix N, was voted upon by Congress and unanimously passed. S. 969, as passed, was a compromise position between the Senate and the House of Representatives earlier amendments. The main difference was that an outreach program was not directed. The legislation also provided for enlistees in the Delayed Entry Program to receive GI Bill entitlements if they serve one day during calendar year 1978. S. 969 was signed into law by the President on October 15, 1976. It established the Post-Vietnam Era Veterans' Educational Assistance Act of 1977 as Public Law 94-502 and is referred to as the Veterans' Educational Assistance Program (VEAP).

CHAPTER II. PURPOSE OF PRACTICUM

Problem

Congress, in terminating the GI Bill, provided an alternative benefit to servicemembers by passing Public Law 94-502. This law, which contained the provisions of VEAP, required implementation by January 1, 1977. This requirement created a new management system that cut across most of the Army staff elements and commands. As a result, the author was required to create a management system to implement the program involving the Army staff by January 1, 1977 and also to establish a system to evaluate the effectiveness of this legislation. Effective evaluation was required so that it could be determined if this five-year test should continue as a VA funded program, a DOD funded program or if it should be terminated. In making any recommendation, it would be necessary that answers be provided to determine if the purpose of VEAP was being fulfilled.

As stated in Public Law 94-502, the purpose of VEAP was to provide educational assistance to those men and women entering the Armed Forces after termination of the GI Bill, assist young men and women in obtaining an education they might not otherwise be able to afford and to promote and assist the all volunteer military program of the United States by attracting qualified men and women to serve in the Armed Forces.

The intent of Congress as indicated in the Congressional hearings and by the law was to provide an incentive for enlisting in the service and to provide educational assistance. The Army has interpreted this legislation to mean that VEAP should be used to increase enlistments and to provide educational opportunities while in service and to assist servicemember's in post service careers through educational financial support.

Objectives

The objectives of this practicum, based upon the provisions of PL 94-502, were to:

a. Implement VEAP by January 1, 1977.

b. Provide a design by which all (100 percent) prospective enlistees would be informed of VEAP.

c. Have a 10 percent participation rate.

d. Establish a procedure by which VEAP could be evaluated.

e. Counsel all soldiers on VEAP and other educational opportunities within thirty days after arrival at their first duty station, ten months after entry into the Army and annually thereafter, and thirty days prior to separation from the Army. (Note: It is Army policy to provide educational opportunities equal to, or grater than those which soldiers would have had if they had not entered the Army.) This counseling had the purpose of establishing career objectives for the soldiers and was to be recorded on an educational record.

CHAPTER III. IMPLEMENTATION OF VEAP

Publish Directive

The directive that implemented VEAP within the Army was Department of the Army Circular 621-14, dated December 6, 1976, Appendix O. This circular was replaced by Department of the Army Circular 621-14, dated March 9, 1977, Appendix P. The difference between the two circulars were that the latter version provided guidance for disenrollment if financial hardship existed as a result of participating in VEAP. The VEAP directive will be brought finally into the Army Continuing Education Systems (ACES) with the publication of Army Regulation 621-5. Appendix Q is an extract of that regulation as pertains to VEAP. Publication of the ACES regulation is scheduled for June of 1978. AR 621-5 provides the policy and guidance for the all voluntary educational programs within the Army. The practicum participant authored these three publications to assure VEAP responsibilities were appropriately delineated.

A review of Appendices O, P and Q, show that the program has been described and responsibilities indentified for all members of the Army staff. During the last sixteen months, the responsibilities have not changed nor does it appear that they will.

Establish Eligibility

Section 1652 of Title 38, United States Code was modified by Section 402 of Public Law 94-502 to read that a veteran was anyone who had contracted with the Armed Forces and was enlisted in or assigned to a

Reserve Component prior to January 1977. This enlistment or assignment must have resulted in the servicemember serving on active duty for a period of more than 180 days, any part of which commenced within twelve months after January 1, 1977.

In determining the eligibility of an officer for G.I. Bill educational benefits, an officers must have been commissioned prior to January 1, 1977, served at least one day during the calendar year 1977 and served honorably on active duty for at least 180 days. This criteria applies to enlisted personnel with the exception of the date of commissioning. In this situation it is the date of enlistment.

Establish Allotments

Figure 1 illustrates the flow of a participant's contribution. Basically, this figure illustrates that the soldier makes an allotment from his base pay of fifty to seventy-five dollars (must be a multiple of five dollars) which is then forwarded to the Veterans Administration by the United States Army Finance Center (USAFC). The process tape is then fed into the United States Army Military Personnel Center (MILPERCEN) data bank which is designed to store the management data required to evaluate VEAP. Key areas in the diagram are the United States Army Finance Center, the Veterans Administration and the United States Military Personnel Center as these organizations controls the money and provide the data for the analysis. It is the print out from the data processing machines that provides the statistical analysis and data for the evaluation and reporting of VEAP.

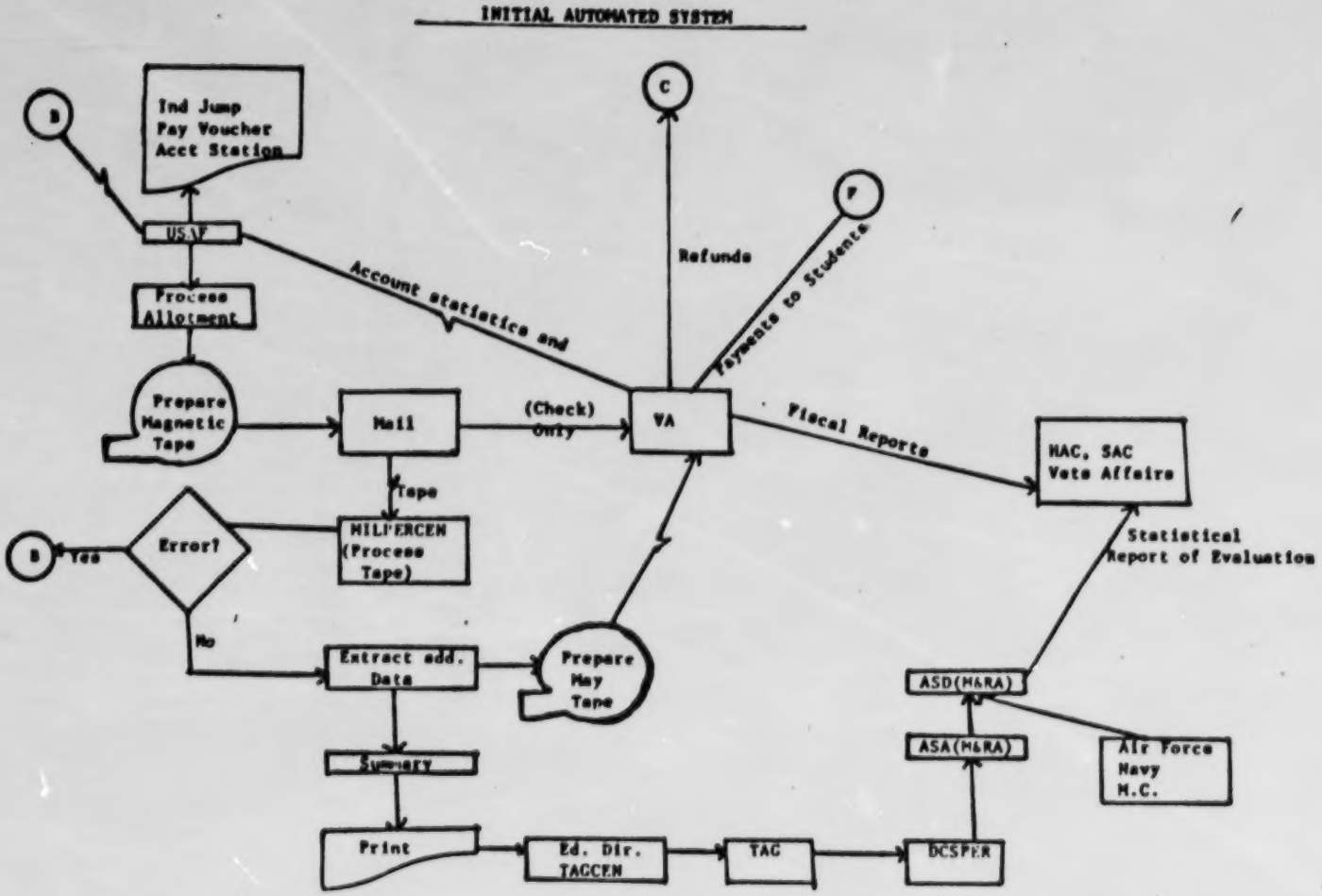
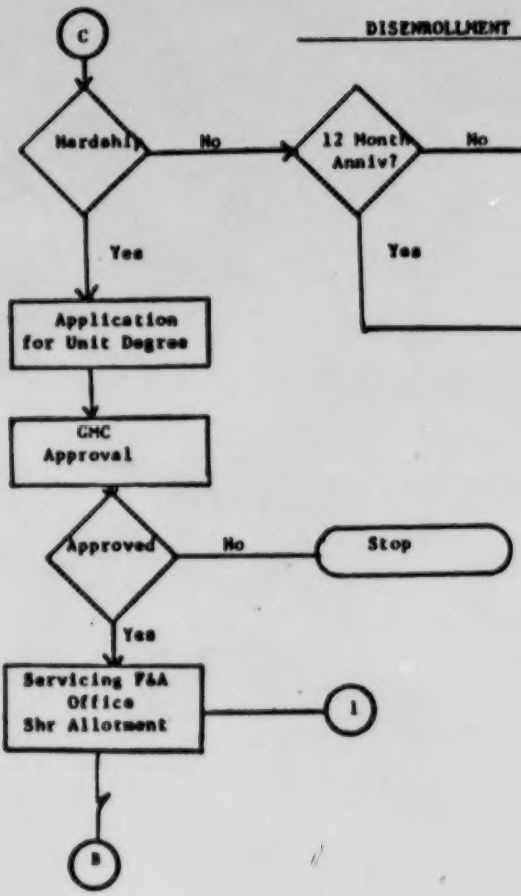
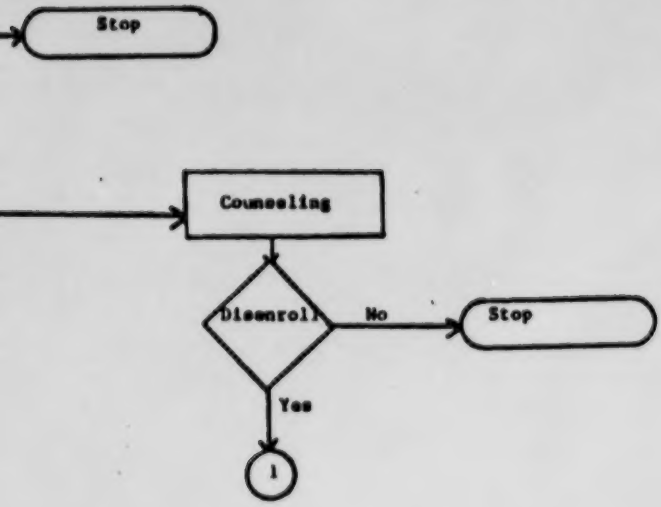


FIGURE 1. FLOW OF PARTICIPANT'S CONTRIBUTION

FIGURE 1. CONTINUED




Stop
Counseling
Disenroll
No
Stop
Yes
1

CHAPTER IV. INFORM PROSPECTIVE ENLISTEES AND SERVICEMEMBERS OF VEAP

Plan for Informing Enlistees of VEAP

Figure 2 contains an outline of the plan that was designed by the author to inform enlistees of VEAP. Initially the enlistee would be informed of VEAP by advertising and by the recruiter. At the Armed Forces Examining and Entrance Station (AFEES), he would received a briefing and sign a form. He would then proceed to the reception center where he would be given another briefing and again sign a form. At this time, he would start the allotment or reject participation in VEAP. Details follow on the advertising, briefings and signing the form.

Advertising

The initial advertisement of VEAP is contained in Appendix R. This advertisement was placed during November 10 and 11, 1976 in 150 major newspapers. The newspapers in which this advertisement was placed had a market of forty-five million readers and constituted sixty percent of the United States households. The same advertisement was used again during the third week of November 1976 by nine hundred and ninety-nine local newspaper located in thirty-nine cities. This same advertisement was placed in Time, Newsweek, and Sports Illustrated during January and February 1977. Also, radio spots, direct mail to high school seniors, local advertising and recruiting publicity items were prepared. Samples of additional

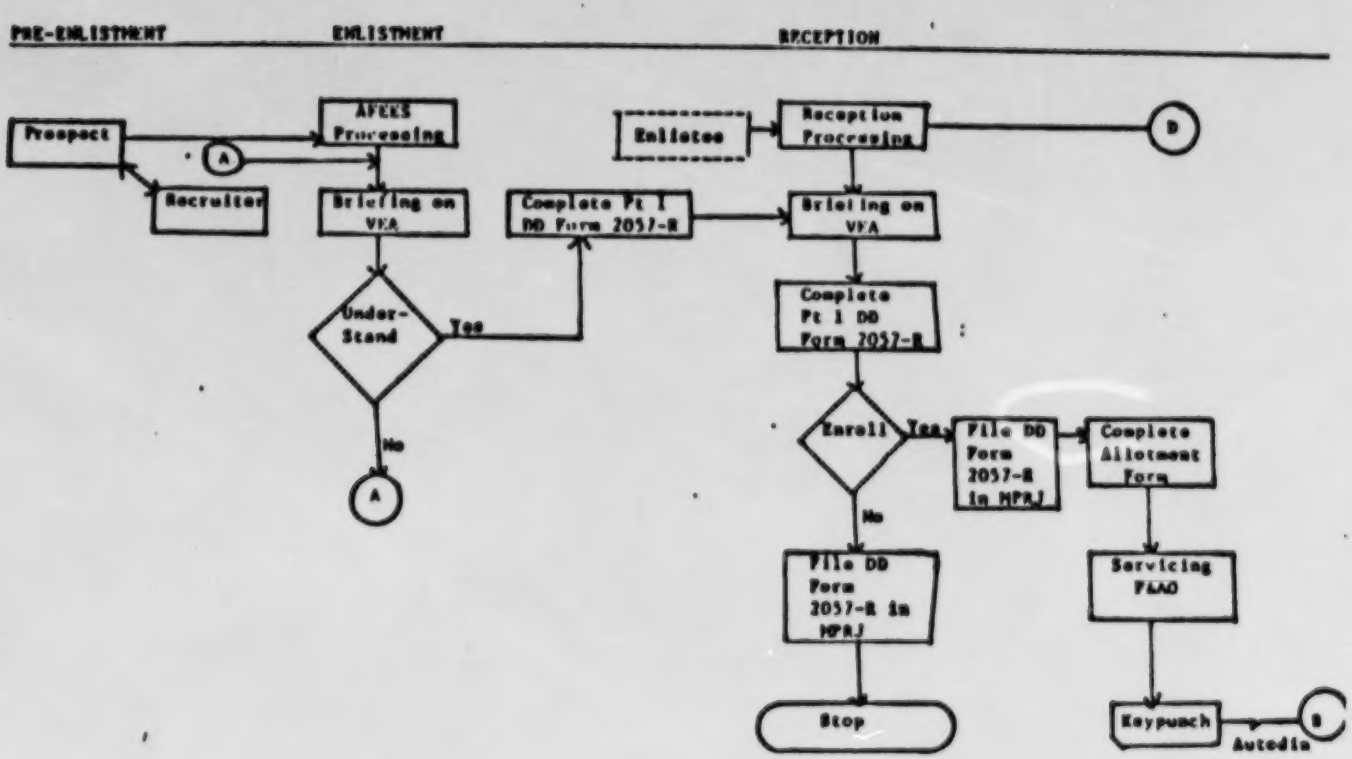


FIGURE 2. PLAN FOR INFORMING ENLISTEES OF VEAP

advertising are contained in Appendices S through X. These advertisements are being distributed through 1978. These examples of advertising illustrate an extract of a two-year pocket document, a two-year desk calendar, a brochure for potential enlistees, a mail response brochure and sample radio sports. Nearly all recruiting advertising had an article on VEAP. The initial advertising cost for VEAP was $1,200,000. An analysis is shown in Appendix Y. The overall United States Army advertising cost was nearly $40,000,000 for fiscal year 1978.

Plan to Inform Recruiters and Counselors

Inform Recruiters. Recruiters were informed of VEAP by being provided copies of the Public Law 94-502, an analysis of VEAP and an executive summary of the Act. An explanation of VEAP was also provided in the Recruiting Journal. Recruiters were trained also by education counselors located at the District Recruiting Command which is discussed in the next paragraph.

Inform Army Education Counselors. Counselors were provided copies of all pertinent materials which included a detailed analysis of VEAP. In addition, all Reception Center counselors were trained prior to the start of VEAP. Counselors assigned to the District Recruiting Command and military installations attended workshops at Denver, Colorado and at Fort Benning, Georgia where additional information was provided. This information was provided informally by discussing Department of Army Circular

621-14 and the DA Form 669, Army Continuing EducationSystems Record. It was during this period that the DA Form 669 was discussed in detail with the installation counselors and the new form was designed. This record is discussed in Chapter VIII. In addition, Directors of Education of military installations were briefed on VEAP at the World-wide Education Conference held at the University of Maryland Conference Center during May 1977.

Briefings and the DD Form 2057

Initial Briefing. Soldiers were initially briefed on VEAP at the Armed Forces Entrance and Examining Stations (AFEES). AFEES is the first organization that a soldier processes through while in the Army. At AFEES the enlistee signed the DD Form 2057, Contributory Educational Assistance Program--Statement of Understanding. Appendix Z contains the DD Form 2057. Prior to signing the form, the soldier read the contents of the form and was briefed by Army personnel on VEAP. Appendix AA contains a suggested briefing that was provided by the author to the counselors to insure all soldiers were properly informed of VEAP.

The soldier was again briefed by Reception Station personnel using the contents of the briefing contained in Appendix AA. This briefing was conducted by a professional education counselor as the Reception Stations are located on military installations that have Army Education Centers. Army Education Centers are staffed with professionally trained education counselors. At the completion of this briefing, the soldier must elect to participate or reject VEAP by signing in the appropriate place on the DD Form 2057. This does not mean, however, that the soldier cannot participate in VEAP at a later date if he elects not to do so at this time. It does indicate, however, that he did have an opportunity to participate in the program and elected not to participate. The signing of this form assured that everyone was informed of VEAP and fulfiled the second objective of this practicum.

CHAPTER V. PARTICIPATION RATE IN VEAP

Objective

Congressional staffers determined that a first year participation rate of ten percent would be cost effective. The participation rate would be attributable to the outreach effort by each service. Therefore, the implementation, advertising and briefing of VEAP to all enlistees was expected to have a positive effect upon participation.

Accomplishments

Overall during the first year, the Army had a participation rate of twenty-one percent. A high of over thirty percent was established during November and December. During these months, the Army had fully implemented all advertising and it is anticipated that this level of participation can be maintained. This level of participation exceeds all the other Services by at least fifty percent. Additionally, the level of participation by Army enlistees exceeded all expectations of the Army staff.

United States Army Finance Center Report

Table 1 contains a report provided by the United States Army Finance Center and contains participation data. The information was obtained automatically through data processing and was retrieved from financial records. The data processing run was made after the end of each month; therefore, the results do not always identify the correct month. This was

because it took fifteen to twenty days for the allotment form to arrive from the military installation and be recorded and fed into the machine. The results of this data show that over 20 percent of eligibles participated during calendar year 1977. This rate exceeds the established participation goal of 10 percent.

TABLE 1

ARMY VEAP PARTICIPATION MONTHLY REPORT

MONTHS	ENROLLMENTS	TOTAL ACTIVE (End of Month)	#ELIGIBLE	PERCENT ENROLLED (Monthly)
January	--	--	--	--
February	445	445	11011	4%
March	1746	2160	11998	15%
April	2110	4160	10949	20%
May	1882	5855	10968	17%
June	2041	7663	15808	13%
July	2012	9365	14873	13.5%
August	3020	11998	12845	23.5%
September	3462	15108	14616	23.7%
October	3650	18306	10725	34%
November	3615	21440	11121	33%
December	3100	24540	9222	34%
TOTALS	27083	24540	134136	21%

CHAPTER VI. EVALUATION OF VEAP

Establishment of Data Base

By combining the information that was on the tapes that were forwarded from the United States Army Finance Center to the Veterans Administration with the data that was available at the United States Army Military Center, the statistical information that was required to evaluate the VEAP became available. Appendix BB illustrates the technical aspects of how this information was transmitted. This technical document was designed to initiate a master record in the Veterans Administration's Chapter 32 banking system and to resume suspended accounts and to reenroll participants. This document illustrates the complexities of working with various computer systems but still being able to develop a meaningful data base upon which VEAP could be evaluated.

Armed Forces Examining and Entrance Station (AFEES) Probe 15

AFEES conducted a probe of 16,972 enlistees, when they entered the Army, from February through July 1977. The random sampling was based upon area and percent of enlistees processed by the District Recruiting Commands. Twenty percent of all enlistees were included in the probe. The probe was conducted by education counselors located at the AFEES, however, the author designed and analyzed the probe.

The purpose of the probe was to determine what motivated a soldier to join the Army. Twenty-six different factors were used. The factors were then related to race or ethnic groups and level of education. Other data collected was sex, age, location of residence, status of employment, father's level of education and military experience. The enlistees' responses were then computerized. Appendix CC contains the questionnaire that was used to collect the data. Appendix DD contains selected extracts from the data processing print out. These extracts show relationship to educational level. Table 2 shows the demographic data obtained from the survey, Table 3 shows the importance of VEAP by race and educational level, and Table 4 shows the relationship of enlistment factors without regards to race or education.

An overall evaluation of the AFEES probe is that: 1 percent found VEAP to be the most important enlistment factor; 26 percent found VEAP to be a very important enlistment factor; 34 percent found VEAP was a somewhat important enlistment factor; while 39 percent stated VEAP was not important as on enlistment factor.

The demographic data, Table 2, shows that the population was primarily male; high in the Black race compared to the normal population; young; from the city; over half were high school graduates; slightly over one-fourth had full employment; one-fourth had less education than their fathers and over half of their fathers had served or were serving in the services.

Table 3 illustrates that Blacks and those from other minority races found VEAP to be more important than Whites in making their enlistment decisions, regardless of their level of education.

Based upon this data, it was concluded that VEAP was important in making a decision to enlist in the Army; however, it was low when compared to other factors as shown in Table 4. The most important factors for enlisting in the Army were job training, opportunity to attend college while in service, challenge and adventure.

TABLE 2

DEMOGRAPHIC DATA OF AFEES PROBE 15
FEBRUARY - JULY 1977

SEX

	Number	Percent
Male	14719	87
Female	1997	12
No Response	249	1
Total	16972	100

Race/Ethnic Group

American Indian	272	2
Black	5087	30
Latino	851	5
Oriental	232	1
White	9830	58
Other	487	3
No Response	213	1
Total	16972	100

AGE

17	3919	23
18	4617	26
19	3003	18
20	1808	11
21	943	6
22 or older	2423	14
No Response	258	2
Total	16971	100

TABLE 2 Continued

Where Lived

	Number	Percent
Farm/Ranch	1291	8
Country	2354	14
Small City	4674	28
Medium City	3242	19
Large City	3405	20
Suburb	1757	10
No Response	249	1
Total	16972	100

Education of Recruit

NonHigh School Graduate	5501	32
General Education Development (GED)	466	9
High School Diploma Graduate	6275	47
College	1777	10
No Response	283	2
Total	16972	100

Status of Employment

Full-Time	4513	27
Part-Time	3615	21
Looking	5982	35
Not Looking	1952	12
No Response	908	5
Total	16970	100

TABLE 2 Continued

Education of Father

	Number	Percent
NonHigh School Graduate	5131	29
High School Graduate/GED	4543	27
College	2498	15
Don't Know	3828	23
No Response	972	6
Total	16972	100

Father's Military Experience

Did Not Serve	4589	27
Served	7627	45
Career	1435	8
Don't Know	2365	14
No Response	956	6
Total	16972	100

RESPONSE TO I

Category	Very Pe
White, NonHigh School Graduate and GED	
White, High School Senior in Delayed Entry Program	
White, High School Graduate and College	
Black, NonHigh School Graduate and GED	
Black, High School Senior in Delayed Entry Program	
Black, High School Graduate and College	
Race-other, NonHigh School Graduate and GED	
Race-other, High School Senior in Delayed Entry Program	
Race-other, High School Graduate and College	
Combined response regardless of race or education	

TABLE 3

MPORTANCE OF VEAP BY CATEGORY

Important rcent	Somewhat Important Percent	Not Important Percent	Number in Questionnaire
20	33	47	4216
26	33	41	881
25	30	45	4633
34	33	33	1896
31	38	31	1631
34	33	33	2451
32	38	30	789
32	41	27	156
36	35	29	869
27	33	40	16522

TABLE 4

RELATIONSHIP OF ENLISTMENT FACTORS
WITHOUT REGARD TO RACE OR EDUCATION

Factor that influence Most	Percent
Job Training	18
Opportunity to attend college while in Army	11
Challenge and adventure	7
Want a career in the Army	6
Become mature, self-reliant	6
Financial benefits	5
Job Security	4
Want to serve my country	4
New Life style, new friends	4
Opportunity to travel	4
Get away from home conditions	3
Do something different	2
Influence of recruiters	2
Unemployed	2
Influence of friends	1
Didn't like my civilian job	1
Need more discipline in life	1
World situation	1
Little chance for promotion	1
Become eligible for VEAP	1
Wanted a break from school	1
Get a cash bonus	1
Information from Army ad	0
Influence of High School Counselors	0
Unable to join other Service	0
No Response	12

VEAP Education Center Installation Survey

Fifty stateside education center (100 percent sample) were surveyed during the month of October 1977. The purpose of the survey was to determine if the provisions of DA Circular 621-14 were being followed. The survey instrument was designed by the author. The instrument and results are reflected in Appendix EE.

The evaluation indicated that:

A. More than half of the installations had not established procedures for annual VEAP counseling and virtually no installation was prepared to receive the rosters.

B. Only twenty of the fifty installations had developed publicity items.

C. About half of the soldiers were aware of VEAP when they were in processing through the Army Education Center.

D. Many soldiers were not participating because of the minimum fifty dollars contribution that was required and which they stated they could not afford.

As a result of this survey the following actions were taken:

A. Develop a short film. This film will be developed for use at Reception Stations and Education Centers to inform soldiers of VEAP. The script is currently being written and filming started in February 1978. Distribution of the film is scheduled for June 1978.

B. Request Congress to reduce the minimum contribution to twenty-five dollars a month. This proposed legislation will be developed for the next Congress.

C. Prepare roster to inform education center personnel of time to counsel soldier who enlisted in January 1977. The United States Army Personnel Center prepared the rosters in October and distributed them in November to the education centers so that the required counseling could take place.

D. Prepare VEAP brochure for servicemembers. A VEAP brochure is being prepared for early 1978 distribution. Distribution will be to all servicemembers when they are counseled. This brochure will be similar to the one that was prepared for enlistees, Appendix U.

Numerical Evaluation

Table 5 contains the profile of nearly 20,000 VEAP enrollees. This profile shows that the participants almost duplicate the profile of those entering active duty who were eligible to enroll. This indicates that the program was attractive to all categories of enlistees and will serve its basic purpose of providing post-service educational assistance without discrimination against any category of eligible participants. This analysis also indicates the program may not be serving its secondary purpose of encouraging enlistments at the high school graduate level. Therefore, a test plan has been designed that will be attractive only to high school graduates in Mental Category IIIa or higher. This test plan is discussed in Chapter X, Follow-Up, under the title of the Department of Defense--Department of Army Contribution to the Veterans' Educational Assistance Program. Information for this table was provided from the United States Army Military Personnel Center master enlisted tape file and by the United States Army Finance Center financial tape file.

TABLE 5

PROFILE OF ARMY VEAP ENROLLEES*

RACE	CAU	CAU/SPAN	BLACK	MALAYAN
Percent of Eligibles	64%	6%	27%	3%
Percent of Eligibles	55%	8%	30%	3%

MARTIAL STATUS	MARRIED	SINGLE
Precent of Eligibles	15%	85%
Precent of Enrollees	7%	93%

EDUCATIONAL LEVEL	NONSCHOOL GRAD	HIGH SCHOOL GRAD
Precent of Eligibles	49%	51%
Precent of Enrollees	50%	50%

MENTAL CATEGORY	IV	IIIb	IIIa	II	I
Precent of Eligibles	8%	50%	26%	11%	4%
Precent of Enrolles	9%	53%	23%	10%	5%

SEX	MALE	FEMALE
Precent of Eligibles	95%	5%
Precent of Enrollees	98%	2%

MONTHLY CONTRIBUTIONS	$50	$55	$60	$65	$70	$75
Precent of Total	65%	1%	3%	1%	.5%	29%

*Precentages may not add due to rounding.

Analysis of Sample Survey of Military Personnel

During the month of October 1977, the United States Army Military Personnel Center conducted a survey of ten percent of the Army officers (4,500) and five percent of enlisted personnel (13,500) for a total of 18,000 servicemembers. Selection of personnel to complete the survey was determined by the last digit of their Social Security Number (SSN). All servicemembers that had an SSN ending in two were surveyed. An extract of the questions used in the survey as prepared by the author is contained in Appendix FF. (Note: At the bottom of the page of the survey it states whether the questions are appropriate for officers are for enlisted personnel.)

The purpose of the survey was to determine where servicemembers first learned of VEAP, how VEAP applied to them, if they participated in educational programs conducted through the Army Education Center and how they viewed advertising claims about educational opportunities in the Army.

The survey indicated that newspapers and articles were how 72 percent of the officers and 65 percent of the enlisted personnel knew about VEAP. Basically, the other servicemembers had not been informed of VEAP until they had completed the survey. These results are considered average since over 60 plus percent of servicemembers had entered the service prior to the implementation of VEAP.

Over 92 percent of the officers and 96 percent of the enlisted personnel stated they were not eligible for VEAP. These statistics appear to

be valid as most servicemembers eligible for VEAP would have been in basic or advanced training and would, therefore, not have been included in the survey. The survey consisted of only permanently assigned servicemembers.

Over 30 percent of the officers and 27 percent of the enlisted personnel stated they were participating in education programs conducted through the Army Education Center. These figures are substantiated by reports prepared by Army Education Center personnel. Educational opportunities are available to all servicemembers, however, not all servicemembers have high self-aspirations or desire to develop professionally. Also, it is only fair to mention that all Army educational opportunities are not available at all installations and mission requirements sometimes precludes individual participation in some educational programs.

Nearly 90 percent of the officers and 87 percent of the enlisted personnel indicated the Army lives up to its advertising claims about educational opportunities. Although these percentages were not the maximum as desired, they do reflect favorably on Army advertising claims.

CHAPTER VII. COUNSELING

Required Counseling

Following basic combat or advanced individual training, servicemembers were supposed to be counseled according to the implementation circular at their first duty station, on the anniversary date of their enrollment, upon a decision by the servicemember when he decided to disenroll and prior to leaving the service. Figure 3 illustrates when counseling would occur and the procedures involved. Basically, they are as follows:

A. Soldiers counseled on VEAP at first duty station. Soldiers normally arrive at their first permanent duty station from three to six months after they enter the Army. The regulation required that servicemembers be counseled within thirty days after arrival and that a record of this counseling be maintained in the DA Form 669, Army Continuing Education Systems Record. Procedures on how soldiers are notified of the counseling requirement are the responsibilities of the installation commander as each installation is different in its organization.

B. Counseling on anniversary date of enlistment. Additionally, a soldier was scheduled for counseling on the first anniversary date of enlistment and on each subsequent anniversary date. The first anniversary counseling sessions started November 1977, ten months after the implementing date of VEAP. Appointments for counseling were triggered by the automatic data processing system which produced documents that showed the

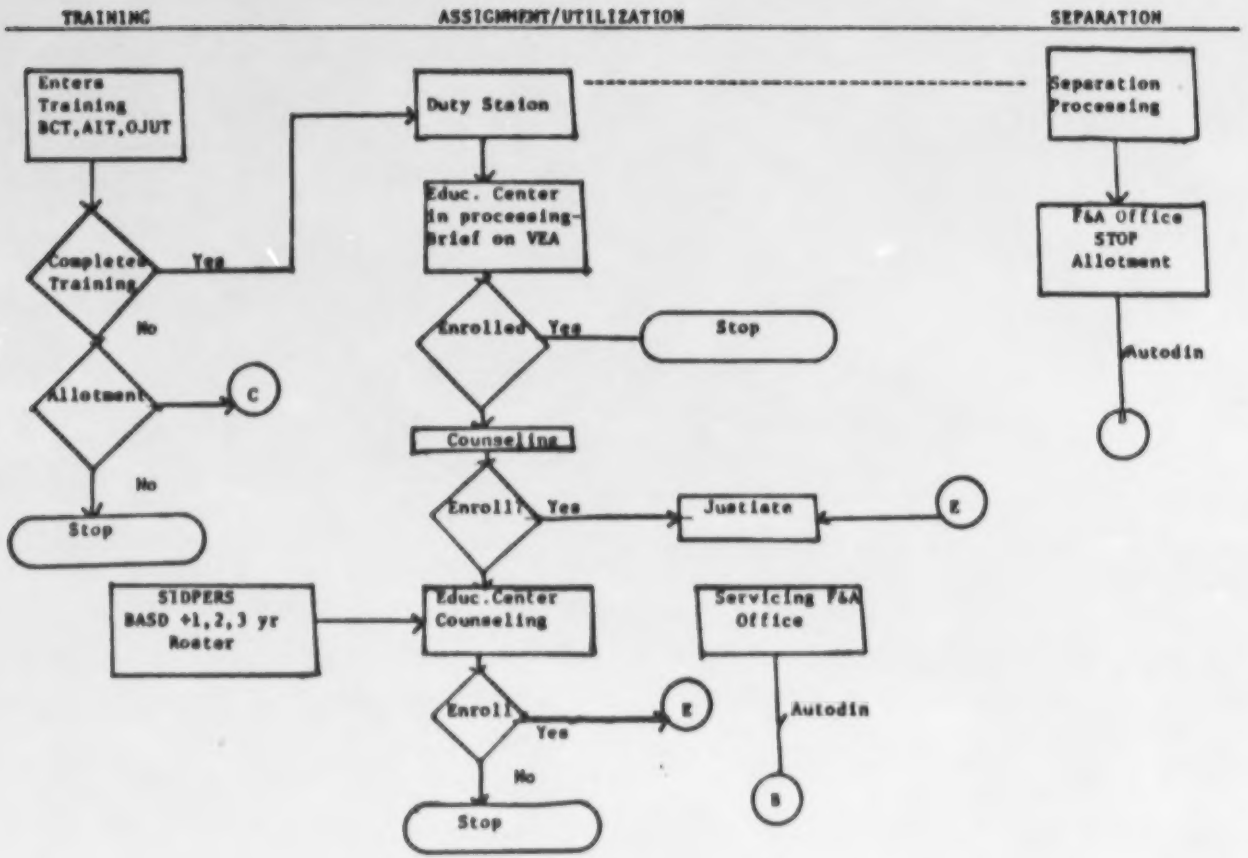


FIGURE 3. REQUIRED COUNSELING

record of the soldier. The record, produced by the United States Army Military Personnel Center, was then forwarded to the education center. At this point, the soldier was contacted by the education counselor who performed and recorded the results of the counseling on the education record. This process is further discussed under the Veterans' Educational Assistance Suspense Roster paragraph.

C. Counseling as the result of disenrollment in VEAP. Public Law 94-502 provided for service personnel participating in the VEAP to disenroll at any time after participating for twelve consecutive months or for hardship at any time. Since it was made difficult for a servicemember to disenroll, because of the provision of Public Law 94-502, it was necessary that all precautions be taken to preclude oversell. However, as carefully as this program was implemented, it was expected that there would be some servicemembers that had elected to participate in VEAP that would want to stop the allotment prior to the completion of participation for the required twelve consecutive months. Therefore, education counselors were charged with the responsibility of insuring that each servicemember desiring to withdraw his allotment from VEAP prior to completing the required twelve consecutive months participation was made aware that:

1. If money was returned, the participant lost all eligibility for educational benefits earned to date.

2. Contributions need not be withdrawn. The allotment could be suspended (stopped) and restarted at a later date.

3. He was eligible to reenroll in VEAP at a later time providing the requirement that the twelve consecutive months of contribution could be met. (Retroactive contributions to VEAP were not permitted in the law.) To assure that the disenrollment provision was actually accomplished, counselors were required to prepare certification for enclosure in the individual's military personnel records jacket that this counseling was performed.

Veterans' Educational Assistance Program Suspense Roster

One of the objectives of this practicum was to develop an automatic data processing system that would notify education center personnel when a servicemember was scheduled for counseling. This requirement was established by the implementing circular which stated "counseling will be accomplished on the anniversary date of enlistment and annually thereafter." Appendix EE reflected that about half of the Army education centers did not have this capability when the September survey was conducted. As a result a printout was made from the Headquarters, United States Army Military Personnel Center to insure that rosters were forwarded in sufficient time for the November 1977 counseling period. The date of November 1977 was important as this was the first month in which anniversary counseling, based upon entry into service, could be conducted as the first participant entered the Service in January 1977. Ten months after the date, January 1977, was used for issuing the suspense roster to insure

that counseling was conducted prior to January 1978. All installations reported that the rosters arrived to insure that counseling of participants was conducted by the established date. Appendix GG is a reproduction of the printout of the roster as prepared at the installation level. This roster is the result of the program that was developed for the Interagency Administration of VEAP, Appendix BB.

Educational Development Record

The DA Form 669, Educational Development Record, is used by DA to record educational attainments. This record reflects an individual's achievements, test scores, record of counseling sessions and civilian and military career goals. The record is maintained in the Army Educational Center and is transferred with the soldiers in his military personnel records jacket. It is given to the soldiers when he leaves the service. The record was designed in conjunction with the author, counselors, and education services officers. It is a refinement of a previous educational record. Appendix HH illustrates this form.

On-Site Evaluation

Selected military installation were visited from November through March to determine if soldier's educational records were being adequately maintained and if soldiers were effectively counseled. Following are evaluations that resulted from these on-site reviews.

A. Fort Jackson. A detailed review was made of the Reception Center to determine if soldiers were properly informed of VEAP. A tape recording was made of in-processing speeches given to the new inductees and the follow-up questioning period, Appendix II. Also, soldiers were randomly selected and were queried on their evaluation of VEAP. Their responses were also recorded on the tape. The tape indicated that soldiers were being effectively and accurately informed and that soldiers understood the program. A copy of the tape was sent to the other seven training centers for their comments. The responses from the other training centers indicated they were providing the same quality of information.

B. Other On-Site Inspections. On-site inspections were made also to Fort Meade, Fort Belvoir, Fort Lesley McNair, Pentagon, Fort Monroe, Walter Reed Medical Center and Fort Lee. These installations are not basic training centers such as Fort Jackson but are combat commands or support command. Some do have training capabilities but it is advanced training and all have definite specialized missions. For instance, Fort Monroe is a major headquarters command and is responsible for all curriculum development and training in the Army, Fort Lee has the Cooks and Bakers School, Fort Eustis has the Transportation School and Fort Belvoir has the Engineering School. The Pentagon is an administrative unit and the Walter Reed Medical Center is a specialized medical center.

C. Results. Table 6 contains the results of these on-site inspections. Four thousand two hundred and eighty records were evaluated. This constitutes a 25 percent sampling. The author accomplished over half of the review of the educational records. The others were conducted by counselors trained by the author. The review showed that 48 percent of VEAP participants had established a civilian educational goal and only 28 percent had established a military goal. As result of this evaluation, renewed emphasis was placed on the establishment of career goals. This was emphasized to education services officers during an early March meeting in Washington, DC. Additionally, the educational record will be refined to include career goals that are both long-range and short-range. Counselors informed the author that servicemembers often did not have long-range goals, but only short-range goals. Therefore, they could not record them on the educational record. Overall, the evaluation indicated participants were being counseled as required by the implementing directive and that the records were being adequately maintained. Although the counselors all have degrees in counseling, the Army has authorized payment for their membership in the American Personnel and Guidance Association and attendance to the national meeting in Washington, DC, during April of 1978 for the purpose of maintaining their professionalism. A VEAP advertising display was at that meeting.

TABLE 6

EVALUATION OF CAREER GOALS

Established Civilian Education Goals	2,054	47.99%
Nonestablished Civilian Education Goals	2,226	52.01%
Established Military Goals	1,207	28.20%
Nonestablished Military Goals	3,073	71.80%

CIVILIAN EDUCATION GOALS									MILITARY GOALS								
High School	Subject Area (No Degree)	Voc/Tech	AA Degree	BS Degree	Grad Degree	Undecided	Not Annotated	TOTALS	Reenlistment Purposes	NCO	Academic	WO	ROTC	OCS	Retirement	Undecided	Not Annotated	TOTALS
122	567	218	288	539	159	161	2,226	4,280	192	71	463	38	11	69	123	240	3,072	4,280
2.85%	13.25%	5.09%	6.73%	12.59%	3.71%	3.76%	52.01%	100%	4.49%	1.66%	10.82%	.89%	.26%	1.61%	2.87%	5.61%	71.78%	100%

D. Availability of Educational Programs. A complete review was made by the author of the educational records, DA Form 669, at the Water Reed Army Medical Center. This constituted a screening of one thousand seven hundred and thirty-five records. Of the one thousand seven hundred and thirty-five records screened, four hundred and seven had educational goals. These goals were then reviewed to determine if servicemembers could attain their goals from the educational institutions that were located in Water Reed Medical Center or if they were within commuting distance and available during off-duty time. Generally, these goals were obtainable. Table 7 contains the results. This finding supports earlier studies that were conducted by the author and were part of an earlier practicum submitted to Nova University.

TABLE 7

AVAILABILITY OF EDUCATIONAL OPPORTUNITIES AT WALTER REED MEDICAL CENTER

Major Area	Available on Post	Evening Program
Nursing	No	Difficult
Physician's Assistant	In Process	No
Medical Technologist	No	Yes
Hospital Administration	Yes	Yes
Pre-Dentistry	No	Yes
Criminal Justice	Yes	Yes
Business	Some Courses	Yes
Chemistry	No	Yes
Dental Assistant	No	Yes
Socialogy	Some Courses	Yes
X-Ray Technbologist	No	Yes
Psychology	Some Courses	Yes
MBA	Yes	Yes
Pre-Medical	No	Yes

CHAPTER VIII. LEGISLATION

H.R. 8701

Recommendations were made to Congress or staff members on legislation that reflected unfavorably on servicemember's educational entitlements. Some of the proposed legislation that the author assisted in developing did not apply exclusively to VEAP as Public Law 94-502 also had an application to the current GI Bill. Therefore, H.R. 8701, Appendix JJ, which was signed into law during November 1977, was more inclusive than VEAP but does relate to VEAP as to when the incentive will be paid to the soldier and resulted in increasing the GI Bill entitlement by 6.6 percent. Additionally, H.R. 8701 eliminated the Two-year Rule and 85-15 Rule as applies to the active Army and permitted the cashing of checks by colleges that had obtained the checks from VA through power of attorney. Following is an explanation of the provisions of H.R. 8701 of which the practicum participant assisted in developing.

A. Power of Attorney. Prior to the enactment of Public Law 94-502, servicemembers were able to sign power of attorney forms authorizing schools to receive and cash the servicemember's tuition payment. This action guaranteed schools full payment without requiring any further action by servicemembers. Public Law 94-502 precluded this power of attorney and resulted in many schools having to obtain tuition payments from enrollees prior to the start of class. This action also resulted in hardship on many

colleges as they were unable to cash checks obtained through the power of attorney. H.R. 8701 permits the cashing of these checks.

B. Two-Year Rule. The Two-Year Rule states schools must have been in place, at a particular location, for two years before GI Bill educational benefits will be paid to qualified servicemembers for enrollment in classes. This had an adverse effect upon the Services as they were required to pay additional tuition assistance for servicemembers who were qualified for GI Bill entitlements. This provision was especially detrimental in oversea locations where new programs were in the process of being established. This provision of the law also had an adverse effect on servicemembers as it required them to pay out-of-pocket money for the difference between the cost of the course and that provided by the services, normally 25 percent. Army recommended that the Two-Year Rule be deleted from the law. With the passage of H.R. 8701, VA is permitted to waive the requirement of the Two-Year Rule. Army concurred in this provision of the law.

C. 85-15 Rule. The 85-15 Rule, like the Two-Year Rule, had an adverse effect upon offering educational opportunities for servicemembers. This rule states the course can not have more than 85 percent of the people attending who have their tuition paid from federal funds. In addition, it also adversely affected certain Civil Service employees and contract representatives. This was because, if they wanted to take courses on military installation, they could not attend classes even if they were

willing to pay for their own tuition. This effect was especially pertinent when education personnel, in addition to the servicemember and his/her dependents, were required to obtain sufficient students to make the class economically viable for the school to conduct the course. The Department of Army recommended that this provision of the law be deleted; or as a minimum, exception made to allow contract representatives, Civil Service employees and personnel living off-post and not connected with the Services be permitted to attend the class. VA has been granted permission to waive this requirement although not especially stated in H.R. 8701.

Army Proposed Legislation

The author has proposed legislation that would change the delimiting date of GI Bill benefits and authorize servicemembers to transfer educational benefits to dependent children. The overall purpose of the legislation is to assist servicemembers in utilizing their benefits to the fullest. Specifically, the explanation for each item follows.

A. Termination Date of GI Bill Benefits. Public Law 94-520 reads that educational GI Bill benefits cease December 31, 1989. This may have an adverse effect upon the Services as it may encourage servicemembers to leave the Services prior to December 31, 1989 so that they can use their educational benefits. Army recommended that the delimiting date be amended to authorize GI Bill educational benefits for servicemembers to ten years after they leave the active service or December 31, 1989, whichever is later.

B. Transfer of Educational Entitlements to Survivors and Dependents. The purpose of this proposed legislation was to authorize an elective by a servicemember to transfer benefits earned by virtue of military service pursuant to the Veteran's Education Assistance provisions of Title 38, United State Code, to his dependent children. This could be done while he was alive or the entitlements could be left to his survivors. This legislation was concurred in by the other Services and forwarded to Department of Defense. Approval for introduction of this legislation requires the approval of Office of Manpower and Budget (OMB). When OMB approves the proposed legislation, it will be forwarded to Congress for consideration.

C. Legislation and Cost Estimates. Appendix KK contains the proposed legislation that was forwarded to Department of Defense. Bills that involve money are always introduced in the House of Representatives. Therefore, this proposed legislation was addressed to Honorable Thomas P. O'Neill, Speaker of the House of Representatives. This proposed legislation will have, if passed, approximately thirty-five billion dollars impact on the Federal budget. Appendix LL explains how this financial impact was determined. A financial impact is required by OMB prior to their approving any legislation. This cost estimate was prepared by the author and approved by the Veterans Administration.

CHAPTER IX. COST ANALYSIS OF VEAP

Advertising Costs

The initial advertising costs of VEAP were in excess of $1,200,000. Appendix Y illustrates the break out of these costs. All subsequent advertising costs were incorporated within existing advertising schedules and were not costed to a VEAP account as the space that was utilized by VEAP would have been utilized by some other educational incentive program, regardless if VEAP existed or not.

Manpower and Other Resource Requirements

The implementing circular, Appendix O, requested that any additional resource requirements "be submitted in accordance with existing programming and budgeting procedures." Major commands did not request additional resources. They absorbed the additional costs and manpower requirements within existing resources. Therefore, operational costs of VEAP were not identified. The primary additional cost would have been in counseling. Since additional counselors were not added to the Army Education Center staff because of VEAP, any manpower requirement can not be costed directly to VEAP.

Federal Impact on the Budget

The total projected cost to the Federal Government for payment of the education endowment fund for Army personnel was projected to cost $618,048,000 for the five year test as shown in Table 8, Army VEAP

Educational Endowment Fund Projected Costs. These costs were projected on data obtained from the data available from the first year numerical evaluation. If the costs was projected to all the Services, the impact on the Federal budget will be $1,256,096,000. This is a conservative projected cost as the other Services enlist servicemembers for four years instead of the Army's three years and the other Services enlist servicemembers with a higher educational level.

Secretary of Defense Contribution to VEAP

The projected cost does not include the contribution that is authorized by the Secretary of Defense to encourage enlistments or reenlistments. As projected in the 1980 through 1981 budget, a total of $32,000,000 is available to test an incentive to encourage quantity and quality enlistments. This plan is discussed in detail in Chapter X, Follow-Up.

Predischarge Education Program (PREP) Costs

The high school program, based on actual costs incurred by the Veterans Administration in 1976, has a projected cost of $5,000,000 in 1979, and $10,000,000 annually thereafter until 1987 for a total cost of $75,000,000.

TABLE 8

ARMY VEAP EDUCATION ENDOWMENT FUND PROJECTED COSTS*
(millions)

Enlistment Year	Initial payments eligible in: 1980	1981	1982	1983	1984	1985	1986
1977	27,840	27,840	27,840				
1978		44,544	44,544	44,544			
1979			44,544	44,544	44,544		
1980				44,544	44,544	44,544	
1981					44,544	44,544	44,544
Subtotal	27,840	72,384	116,928	133,632	133,632	89,088	45,544

Total $618,048,000 for Army**

* Based on 20% participation and monthly savings of $58 by the participant.

** Total projected costs for all services would be in excess of $1,256,096,000 if the same bases were used. $1,256,096,000 des not included the incentive provided by the Secretary of Defense to encourage enlistments and reenlistments. (Cost projections for the Secretary of Defense contribution are $12,000,000 for 1980; $14,000,000 for 1981 and $16,000,000 for 1982. This cost has been budgeted beyond 1981).

CHAPTER X. FOLLOW-UP

Department of Defense - Department of Army Contribution to the Veterans' Education Assistance Program (DOD-DA Contribution to (VEAP)

Public Law 94-502, allowed the services to make a c ıtribution to an individual's education account to encourage enlistments or reenlistments. Numerous plans were studied by the Army Staff on how this provision of the law could be implemented. The Army Staff finally agreed that full implementation of the law would be too costly and might not provide the desired results. Therefore, it was agreed by the Army Staff to develop a test plan.

A. Test Plan. The test plan was developed by the author in coordination with representatives from the Army Research Institute, Military Personnel Center, Comptroller, United States Army Recruiting Command, Deputy Chief of Staff for Personnel, the Assistant Secretary of the Army (Manpower and Reserve Affairs) and the Education Directorate of the The Adjutant General Center. The plan was designed to provide additional incentives of $2,000 through $3,000 for an enlistment period of either three or four years in military occupational specialties (MOS) that are hard to fill. To qualify for the incentive, the soldier must be a high school diploma graduate, possess a Mental Category of 1-111a and participate in VEAP. The test will start when the money is appropriated by Congress, probably in October 1978. The test will be conducted for one year. During 1979 the test will be evaluated.

B. Design. The overall design of the test plan was that military occupational specialities (MOS) would be matched against each other with payment being paid for the more critical MOS but not for the matched MOS. Thus, the evaluation would be considered successful if the MOS for which there was a critical need and payment made were filled more rapidly with quality soldiers than where payment was not made against the matched MOS. The payment, called an incentive, ranges from $2,000 to $3,000 to the sevicemember who elected to participate.

C. Cost. The test plan is programmed to cost $12,000,000. If successful, full implementation of the DOD-DA contribution to VEAP would be made during 1980. The other Services could be expected to use this provision of the law if the test plan was considered successful. A detailed outline of DOD-DA contribution to VEAP and how it was developed is at Appendix MM.

Predischarge Education Program (PREP)

If soldiers participate in VEAP for one month they are authorized by Public Law 94-502 and VA directives to participate in PREP. PREP is an educational program for servicemembers who have not completed their high school education or need remedial, refresher or dificiency courses to enter college or vocational training. (This is a reinstitution of PREP as it was authorized under the GI Bill. Enrollments were terminated in the GI Bill-PREP legislation on November 1, 1976.) PREP is available to servicemembers

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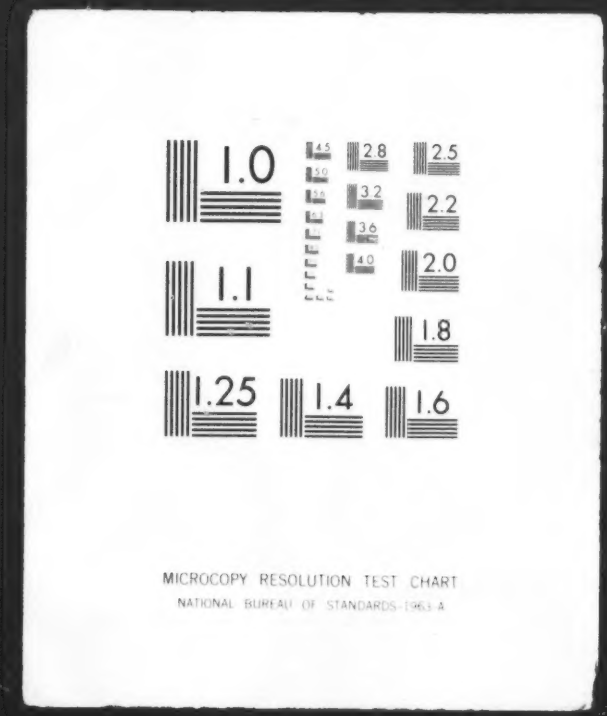
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during their last six months of their initial enlistment. Thus, PREP will be made available initially to servicemembers in July 1979, since that will be when the first soldier would be eligible to participate.

A. Funding. Payments for the instruction will be made by the VA and does not reduce the individuals' education endowment fund as established by VEAP. Additionally, Section 1697, paragraph A(b)(3) of title 38, United States Code prescribes at least one-half of the course will be conducted during the servicemember's duty time.

B. Guidelines. Guidelines on how the Army plans to conduct the high school program is at Appendix NN. These guidelines were developed by the author in conjunction with education services officers and Directors of Education. These guidelines follow current adult high school completion programs as conducted on Army installations. Further instructions will be developed in conjunction with VA during 1978 for implementation of PREP by July 1979.

Annual Reports to Corgress 1979 - 1983

Further analysis and change in management will be reflected in each annual report to Congress. New legislation will be introduced as required. The final report will contain sufficient guidance for the President to decide if VEAP should continue as a Department of Defense funded program rather than funded by the Veterans Administration or be dropped entirely.

Evaluation of the Use of VEAP

Starting in 1980, the first VEAP participants will have completed their first enlistment obligation and it is expected that most will leave the service. An evaluation will be made on their use of the educational endowment fund as to the type of school, completion rate and withdrawal of the fund from the VA. This data will be compared to the use of the GI Bill in determining if an individual who makes a contribution to the fund is more apt to make greater use of the incentive.

Evaluation of Army Education Programs

The effectiveness of the Army's education programs will be determined by evaluating the DA Form 669, Educational Development Record. The evaluation will consist of reviewing the form to determine if the soldier was able to fulfill his self-aspirations and develop professionally. This will constitute the true test of the effectiveness of the Army Continuing Education Program.

Reports to Nova University

Annual reports will be made to Nova University on VEAP until 1983. These reports will contain the analysis and management changes of VEAP and an analysis of educational programs conducted by the Army.

CHAPTER XI. FURTHER APPLICATION

Other Federal Subsidy Programs

Congress has expressed an interest in the program in relation to how it might apply to other adult work/education programs. For instance, educational benefits could accrue for working with the Peace Corp or other federally funded work programs. Variations of this plan could be introduced if the Works Program Administration or Civilian Conservation Corp were reintroduced. The present administration has indicated that it does not intend to introduce new educational subsidy programs without involvement or contribution of some sort from the recipient. In addition, the National Institute of Education has expressed also an interest in VEAP as a method of funding federal subsidy programs of continuing education.

Educational Records

When the Army Skills Recognition Program, a program where credit is given for military education and training, is fully implemented and the American Council on Education has fully evaluated all military occupational specialities, the educational record will be the source document for awarding college credit by the nearly 400 participating Servicemen Opportunity Colleges (SOC). SOC members are colleges and universities that recognize nontraditional means of obtaining an education and have liberal credit

transfer and residency requirements. SOC is a part of the American Association of State Colleges and Universities which has contractual arrangements with the Department of Army and Department of Defense to support academic education.

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